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ABSTRACT

This report examines the policies and practices of Illinois public colleges and universities in the admission of undocumented residents as well as the nature of the participation of rapidly increasing race/ethnic groups in higher education and strategies to increase their participation. The 2000 U.S. Census showed that the Hispanic population of Illinois increased by 69% in the past decade, and the Asian population increased by 53%. In 2000, 1.5 million Illinois residents were foreign-born. An estimated 500,000 Illinois residents are "undocumented," in that they are immigrants without legal authorization to stay in the United States. Records from public institutions of higher education show that Hispanics are underrepresented in higher education, but Asian students are not. Public institutions vary in the way in which they treat undocumented applicants for admission. Many institutions report that they do not receive applications from undocumented persons. Some will not process such an application without proper legal documents, and others consider the applicant to be a foreign student. The University of Illinois and Northeastern Illinois admit undocumented students and permit them to pay instate tuition if they meet certain qualifying conditions. Some colleges do not even ask about U.S. citizenship or immigration status. The report proposed various strategies to improve the participation of rapidly increasing race/ethnic groups that are underrepresented in higher education, including requiring a vigorous high school curriculum, improving teacher education and teacher quality, ensuring that college is affordable for all, placing higher priority on those who seek English proficiency, and valuing diversity in Illinois higher education. (SLD)

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CHANGING DEMOGRAPHICS
CHANGING EDUCATIONAL NEEDS

REPORT TO THE ILLINOIS GENERAL ASSEMBLY
ON HOUSE RESOLUTION NO. 892

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CHANGING DEMOGRAPHICS
CHANGING EDUCATIONAL NEEDS

Report to the Illinois General Assembly on House Resolution No. 892

EXECUTIVE SUMMARY

Charge

Prepared in response to House Resolution No. 892, this report examines the policies and practices of Illinois public colleges and universities in the admission of undocumented residents, as well as the nature of the participation of rapidly increasing race/ethnic groups in higher education and strategies to increase their participation.

Demographic Trends

- The 2000 U.S. Census indicated that Illinois' Hispanic population increased by 69 percent and the Asian population by 53 percent in the past decade.
- In 2000, 1.5 million Illinois residents were foreign born. Across the United States, immigration is at its highest level in nearly a century. Illinois ranks as one of the six largest immigration states.
- An estimated 500,000 Illinois residents are "undocumented," that is, they are immigrants and lack the legal documentation authorizing them to reside in the United States.
- About one-fifth of the state's population speaks a language other than English at home. About one-half of these persons report they speak English less than "very well."

Higher Education Trends and Characteristics

- From 1990 to 2001, enrollments of Hispanic undergraduate and graduate students grew by 80 percent and Asian-American undergraduate and graduate students grew by 43 percent.
- Hispanic students are underrepresented in Illinois higher education. Hispanics constitute 12 percent of Illinois' population but six percent of recipients of higher education degrees.
- Asian students, as a generalization, are not underrepresented. Asians constitute about three percent of Illinois' population but six percent of degree recipients.
- Compared with other race/ethnic groups, Hispanic students are more likely to drop out of high school, attend college part time, attend a community college, and drop out of college.
- Compared with other race/ethnic groups, Asian students are more likely to attend college full time, attend a four-year institution than a community college, and complete an undergraduate degree and go to graduate/professional school.

Admissions and Undocumented Students at Public Institutions

- Public institutions vary in the manner they treat undocumented applicants for admissions, as they vary in other admissions procedures and criteria. Many institutions report that they do not receive applications from undocumented persons.
- Some universities will not process an application from a non-citizen without the proper legal documentation. Other universities do not deny admission but consider such an applicant a foreign student. The University of Illinois and Northeastern Illinois University admit undocumented students and permit them to pay in-state tuition if they meet certain qualifying conditions. For instance, the University of Illinois reports that, "University practice allows non-documented students living in the State of Illinois to pay in-state tuition if they have long-standing residency in Illinois, they graduated from an Illinois public or private high school, and their parents reside in Illinois."
- Some Illinois community colleges do not ask applicants about U.S. citizenship or immigration status. For instance, the City Colleges of Chicago ask only whether applicants reside within the Chicago city limits. Applicants who are city residents, whatever their citizenship or immigration status, pay in-district rates.
- Among community colleges that ask about citizenship status, some charge all non-citizens, including undocumented residents, out-of-district rates, irrespective of their place of residency. However, other colleges charge such persons living within the district in-district rates or have criteria by which undocumented students may qualify for such charges.

Strategies to Increase Participation

This report proposes various strategies for improving the participation of rapidly increasing race/ethnic groups that are underrepresented in higher education. The strategies include the following:

- Require all high school students to take a vigorous high school curriculum consisting of four years of English and three years each of science, mathematics, and social science.
- Improve teacher education and quality of teachers serving minority communities by increasing the skills of teacher education students, improving the standards of teacher education programs, and increasing the involvement of community colleges in teacher education.
- Ensure that all students in Illinois can afford to attend college.
- Place higher priority on meeting the needs of residents who seek English proficiency.
- Value and ensure diversity in Illinois higher education.

INTRODUCTION

This Illinois Board of Higher Education report on the educational characteristics, treatment, and needs of rapidly increasing race/ethnic groups has been prepared in response to House Resolution No. 892 of the Illinois General Assembly. This resolution, a copy of which is attached to this report, directs the Illinois Board of Higher Education to examine the issue of the "relative treatment of undocumented residents in the admissions process of all Illinois public colleges and universities," as well as the more global question of how to remove barriers and increase participation for Hispanic students. After passage, the resolution's sponsors asked the Board to include other ethnic groups in this study.

This report is divided into three sections. The first section describes the recent growth in immigration and population of certain race/ethnic groups in Illinois, and provides information about their enrollment and patterns of participation in higher education. The second section provides information about how public colleges and universities in Illinois treat undocumented students who apply for admission. The third section presents strategies to improve rates of participation and success for rapidly increasing race/ethnic groups.

Chapter I

DEMOGRAPHIC AND EDUCATIONAL CHARACTERISTICS OF RAPIDLY INCREASING RACE/ETHNIC GROUPS

2000 U.S. Census

Table A presents population statistics from the United States Census for the state of Illinois for the years 1990 and 2000.[1] The table indicates that Hispanic and Asian populations grew more rapidly during the 1990s than White or African-American populations.

Table A

Illinois Population, By Race/Ethnicity, 1990 and 2000 Census

Race/Ethnicity	*1990 Number*	*1990 Proportion*	*2000 Number*	*2000 Proportion*	*1990-2000 Growth*
White	8,550,208	74.8%	8,424,140	67.8%	-1.5%
African-American	1,673,703	14.6	1,856,152	14.9	10.9
Hispanic	904,446	7.9	1,530,262	12.3	69.2
Asian	273,656	2.4	419,916	3.4	53.4
American Indian/Alaskan	18,213	0.2	18,232	0.1	0.1
Pac. Islander	1,912	--	3,116	--	63.0
Other Race	8,464	0.1	13,479	0.1	59.3
Total	*11,430,602*	*100.0%*	*12,419,293*	*100.0%*	*8.6%*

The rapid population growth among Hispanic and Asian populations is a reflection of increased immigration. Current levels of immigration in the United States are the highest in nearly a century, and Illinois ranks among the six largest immigration states. In 2000, 1,529,058 Illinois residents, or 13.3 percent of the state's population, were foreign born. Slightly less than half of these persons came from Latin America (731,397), while Europe (389,928) and Asia (359,812) contributed about an equal proportion of the remainder. Africa, Oceania, and Canada supplied only a small proportion (three percent) of the 2000 Illinois foreign-born population.

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[1] Because individuals could report only one race in 1990 and could report more than one race in 2000, the data for 1990 and 2000 are not strictly comparable. The table provides the 2000 count of persons giving their first response to the race question. When those who provided multiple responses are included, the percent change from 1990 to 2000 is higher, especially for Asian Americans who had a 70.1 percent increase and African Americans who had a 13.9 percent increase using this methodology. The 2000 Hispanic count is unaffected by this change.

In 2000, Illinois' foreign-born population was 61 percent higher than the foreign-born population of 952,272 in 1990. A total of 62 percent of the foreign born population, or 925,537 residents, were not U.S. citizens. Since 1990, the number of Illinois residents who are not U.S. citizens grew by 396,930 residents or 75 percent.

It is difficult to determine how many persons in Illinois are "undocumented residents," that is, immigrants in the country illegally. In 1996, the Immigration and Naturalization Service estimated that there were about 300,000 such persons in the state. However, researchers have interpreted results from the 2000 Census as suggesting that the undocumented population is larger than previously believed. Perhaps the most authoritative estimate comes from Jeffrey Passel of the Urban Institute. Using data from the 2000 Census, the Immigration and Naturalization Service, and other sources, Passel has calculated that Illinois has about 500,000 undocumented residents (see www.migrationinformation.org). While Passel is an expert in this field, any estimate of this kind must be treated with caution.

Foreign-born estimates are but one indication of Illinois' multi-cultural background. Another indicator is native language. The 2000 Census showed that 2.2 million people, or 19.2 percent of the state's population over the age of five, speak a language other than English at home, with about half of these persons speaking English less than "very well." About 50 percent of the persons speaking another language at home spoke Spanish.

Higher Education Enrollment Trends

The rapid growth in Hispanic and Asian populations during the 1990s contributed to a significant increase in their higher education enrollments. In fall 2001, there were 46,623 Hispanic students constituting 7.4 percent of higher education enrollment and 37,253 Asian students constituting 5.9 percent. In contrast, in 1990, Hispanic students constituted 4.3 percent (25,821) and Asian students 4.4 percent (26,039) of higher education enrollment. Higher education enrollment includes all undergraduate and graduate students. It does not include students enrolled in continuing education and adult education courses at community colleges.

As shown in Table B, Hispanic students had the largest numerical enrollment growth, as well as the largest percentage growth, from 1990 to 2001. Asian enrollments demonstrated the next largest percentage increase. The community college enrollments in the table include undergraduate students only. When students enrolled in continuing education programs such as English as a Second Language and adult education programs are added, total Hispanic enrollment in the state of Illinois climbed in 2001 from 7.4 percent (46,623) to 10.9 percent (82,269) of total enrollment.

The Hispanic and Asian race/ethnic categories cover a variety of groups with different college-going rates. For instance, some Asian populations, such as the Hmong, are less likely to go to college than persons from an Indian, Chinese, or Philippine heritage. Among Hispanics, Cuban-Americans have higher college-going rates than

other populations such as Mexican-Americans. Within both Hispanic and Asian groups, significant differences exist in the educational participation of immigrants and persons born in the United States. For instance, the high school drop-out rate of foreign-born Hispanics is nearly twice the drop-out rate of Hispanics born in the United States.

Table B

Enrollment Growth, By Race and Ethnicity, 1990 to 2001

Race/Ethnicity	*Community College*	*Public University*	*Private Institution*	*1990 to 2001 Enrollment Growth*	
				Number	*Percent*
White	-18,885	-18,663	-3,026	-40,574	-0.1%
African-American	2,767	2,264	7,587	12,618	18.1
Hispanic	8,220	4,649	7,933	20,802	80.6
Asian	2,506	3,578	5,130	11,214	43.1
American Indian/Alaskan	-42	34	184	176	10.4
Nonresident	308	2,590	5,320	8,218	56.1
Unknown	192	2,339	13,900	16,431	229.0
Total	*-4,934*	*-3,209*	*37,028*	*28,885*	*4.8%*

When population and higher education statistics are compared (see Table C), it is apparent that Hispanics are underrepresented at the state's colleges and universities and that the degree of underrepresentation becomes more severe as students advance up the higher education ladder. Asian students, as a generalization, are not underrepresented. Asians constitute three percent of Illinois' population but six percent of higher education degree recipients.

Table C

Declining Participation Among Hispanic Students

Level of Participation	*Percent of Total*
2000 Illinois Hispanic Population	12.3%
2001 Hispanic Degree Recipients	6.1
• Certificate	10.9
• Associate	7.8
• Bachelor's	5.3
• Master's	3.6
• First Professional	4.2
• Doctoral	2.5%

Patterns of Participation in Illinois Higher Education

Hispanic and Asian populations in Illinois have different patterns of participation in higher education than the majority, that is, the White population. Hispanic and Asian patterns of participation vary as well and, in large part, reflect the influence of their different socio-economic origins.

Many Hispanic persons in Illinois are of Mexican-American heritage. These immigrants often come from poor, rural backgrounds and have only an elementary education since compulsory attendance in Mexico is not required beyond the sixth grade. Hispanic migratory patterns within the United States and between the United States and Mexico reflect the precarious financial and employment conditions that often disrupt and cut short the education of Mexican-American students.

Hispanics have the highest high school drop-out rate of any race/ethnic group, about 30 percent according to the National Center for Educational Statistics. This is seven times the drop-out rate for Asian students, four times the rate for White students, and twice the rate for African-American students. Given these drop-out rates, Hispanics have a smaller percentage of the population going on to college than other race/ethnic groups. Once they enter college, Hispanics also have a higher college drop-out rate than the White and Asian student populations and a lower drop-out rate than African-American students.

Many Asian immigrants are well educated and middle class. Because of their educated family background, Asian students are more likely to seek higher education than Hispanic or even White students. Yet, there are large numbers of Asian students who do not share this heritage and, regardless of family circumstances, many Asian immigrants face significant educational challenges, especially in learning English.

Patterns of participation of Hispanic and Asian groups in Illinois higher education are summarized below.

Hispanic Students Are <u>More Likely</u>

- To drop out of high school
- To attend college part time
- To attend a community college
- To attend a four-year private institution than a public university
- To drop out of college

Hispanic Students Are <u>Less Likely</u>

- To receive a high school diploma
- To attend college full time
- To complete a college degree
- To enroll in graduate education

Asian Students Are <u>More Likely</u>

- To attend college full time
- To attend a four-year institution than a community college
- To complete an undergraduate degree
- To go to graduate/professional school

Asian Students Are <u>Less Likely</u>

- To attend college part time
- To attend a community college
- To drop out of college

One fact that leaps from the enrollment statistics is how important community colleges are to Hispanic students. Because of the large number of Hispanics that are enrolled in English as a Second Language programs at community colleges—70 percent of all ESL enrollments are Hispanic—about two-thirds of all Hispanic students in Illinois higher education are found at community colleges. In contrast, slightly less than half of all White students and less than 40 percent of all Asian students are enrolled at community colleges. When only undergraduate students are considered, the proportion of Hispanic enrollment at community colleges drops to about 40 percent, a slightly higher proportion than for White students.

One similarity in Hispanic and Asian higher participation—and one way that these groups differ from other student populations—is in their concentration of enrollment at a few public and private institutions. About 50 percent of White enrollment and about 59 percent of African-American enrollment can be found at 20 public and private colleges and universities in Illinois. In contrast, about 72 percent of all Hispanic students and 77 percent of all Asian students are enrolled at just 20 institutions. What happens at this small group of institutions, obviously, is of great import for Hispanic and Asian students.

Finally, there is little difference in the enrollment patterns of race/ethnic groups by field. The most popular fields for Hispanic and Asian students—liberal arts, business, and education—are among the most popular fields for White and African-American students. Hispanic students are more likely to enroll in arts programs and less likely to enroll in health programs than White students. Asian students are more likely to enroll in engineering and less likely to enroll in interdisciplinary programs than White students.

Chapter II

PUBLIC COLLEGE AND UNIVERSITY POLICIES AND PRACTICES IN THE ADMISSIONS OF UNDOCUMENTED RESIDENTS

Federal and Other State Legislation

Researchers from the Urban Institute estimate that about 30 percent of the United States immigrant population, or about 8 million people, are in the country illegally. About half of these persons entered the country "without inspection." About half overstayed or violated the terms of their visa. As immigration has increased in recent years, so have issues associated with the treatment of "undocumented residents." One education issue that many states with large immigration populations are now considering is whether to specify that certain undocumented residents—recent high school graduates who attended a high school in that state for a number of years—should be able to pay resident tuition rates at public institutions.

What tuition rate undocumented residents should pay is a controversial issue. Proponents of charging in-state tuition argue that young, undocumented residents had no hand in the decision to come to the United States and that many know no other nation as home. Also, they point out that many of their families pay state taxes and that the rate of tuition directly affects their access to higher education and future prospects. On the other hand, opponents argue that making undocumented residents eligible for in-state tuition would encourage illegal immigration and would impose costs on state taxpayers. The purpose of this report is to provide information about policies and practices in the United States and Illinois relevant to this issue. The report does not address the pros and cons of the political arguments.

A 1982 opinion of the United States Supreme Court, *Plyler v. Doe*, established the principle that states may not deny undocumented children access to an elementary/secondary education. According to the court, excluding children from an elementary/secondary education would prevent them from becoming literate and greatly curtail their ability to live in a modern society. *Plyler v. Doe* did not address the issue of higher education. However, a 1996 federal law made undocumented aliens ineligible for certain benefits offered by a state, including in-state tuition at public institutions, unless such benefits are also made available to U.S. citizens residing in other states. The federal government has not issued regulations that would clarify the meaning of this law, and its implications for states is a matter of dispute. Another federal law prohibits undocumented students from receiving federal student financial aid.

Legislation now under consideration in the United States Congress would repeal the 1996 federal law affecting undocumented students. Among the bills under consideration is the so-called DREAM Act (Development, Relief, and Education for Alien Minors). Under DREAM, young persons who are undocumented but who have

lived in the United States for a number of years could become legal residents, attend college, and work legally, if they graduate from high school and have good moral character.

In recent years, the states of California, Texas, New York, and Utah have passed legislation that would ensure that certain undocumented young people can pay resident tuition rates at public higher education institutions. The terms of the legislation in each state are quite similar. Undocumented aliens who graduate from a high school in the state and attend high school for a number of years in that state would be eligible to pay in-state rates. New York, for instance, requires that undocumented students attend a high school in the state for at least two years, while California and Texas require three years of attendance.

Policies and Practices at Illinois Higher Education Institutions

House Resolution No. 892, which established this study, directs "that the Illinois Board of Higher Education undertake an analysis of the relative treatment of undocumented residents in the admissions process of all Illinois public colleges and universities." No Illinois law prescribes how Illinois public colleges and universities should treat undocumented residents. Therefore, decisions affecting the treatment of undocumented residents are within the purview of individual higher education institutions. Information collected for this report indicates that there are some differences in institutional policies and practices in the admission of undocumented students, as there are institutional differences in other admissions procedures and criteria.

Each public university in Illinois asks student applicants two types of questions that have implications for the admissions and tuition rates of undocumented students. The first type pertains to the applicant's state of residency and the second to U.S. citizenship. Applicants are asked about their citizenship for a variety of reasons. Foreign students must meet reporting and other requirements set down by the federal government. Permanent residents who are not U.S. citizens may or may not qualify for resident tuition rates. Applicants who are Illinois residents but not U.S. citizens—the case for many undocumented residents—are asked whether they possess federal documentation about their legal status, such as a visa or Green Card. Applicants must provide evidence, such as an alien registration number, as proof of this federal documentation.

Public universities vary in the manner in which they treat applicants who are not U.S. citizens and who cannot provide documentation about their legal status. It should be noted that this situation rarely occurs at some institutions. Governors State University and Eastern Illinois University, for example, report that they have never received such an application.

Some public universities, such as Western Illinois University, Governors State University, Chicago State University, and Eastern Illinois University, will not process an application from a non-citizen without the proper legal documentation. Other universities, such as Southern Illinois University, Illinois State University, and Northern

Illinois University, do not deny admission but consider such an applicant a foreign student. Applying in this manner, a student must submit information about his or her financial resources and is charged the nonresident tuition rate. Northern Illinois University reports that undocumented students are eligible for some private scholarships to meet their financial need. At the other public universities mentioned above, undocumented students are not eligible for institution-based scholarships.

The University of Illinois and Northeastern Illinois University admit undocumented students and permit them to pay in-state tuition if they meet certain qualifying conditions. The University of Illinois reports that, "University practice allows non-documented students living in the State of Illinois to pay in-state tuition if they have long-standing residency in Illinois, they graduated from an Illinois public or private high school, and their parents reside in Illinois." The University of Illinois also reports that "Institutional-based aid is available to students meeting the scholarship criteria. A number of scholarships neither require nor check citizenship." Northeastern Illinois University treats undocumented applicants no differently than other in-state applicants, that is. residents who have lived in the state six months or more pay in-state tuition.

Community colleges vary in their treatment of undocumented residents. Unlike all public universities, some colleges do not ask applicants about U.S. citizenship or immigration status. For instance, the City Colleges of Chicago ask only whether applicants reside within the Chicago city limits. Applicants who are city residents, whatever their citizenship or immigration status, pay in-district rates. Applicants who live outside Chicago are charged out-of-district tuition.

A number of colleges ask applicants about their citizenship status. Among this group of colleges, some charge all applicants who are not citizens, including undocumented residents, out-of-district rates, irrespective of their place of residency. However, other colleges charge such persons living within the district in-district rates or have criteria by which undocumented students may qualify for such charges. Oakton Community College, for example, asks all applicants, "Are you an American citizen?" and "If no, what is your status in the United States?" Applicants who have a visa but have not applied for permanent residency are charged out-of-district tuition. Oakton Community College reports that, "Undocumented students who have graduated from an in-district high school within two years can use their high school transcript to prove residency and are charged in-district tuition rates."

If the state of Illinois enacted a law similar to those of California, Texas, New York, and Utah that would make it explicit that undocumented residents can qualify for in-state tuition, it is difficult to know how many undocumented persons in Illinois would be affected. Such a projection is complicated by the difficulty of estimating the size of the undocumented population in Illinois, as well as the number of undocumented high school graduates. One piece of relevant information is the estimate by Jeffrey Passel of the Urban Institute that there are 50,000 to 65,000 undocumented immigrants who have lived in the United States five years or longer who graduate from high school each year. Using this and other information about Illinois' total undocumented population, it can be

calculated that there are about 3,000 to 4,000 undocumented high school graduates in Illinois who meet such a definition. Of course, many of these high school graduates will not go to college. Of those who do go, many will attend an Illinois community college or a public university that is already providing this benefit or will attend a private institution and could not take advantage of this benefit.

Chapter III

STRATEGIES TO REMOVE BARRIERS AND IMPROVE THE PARTICIPATION OF RAPIDLY INCREASING RACE/ETHNIC GROUPS

Why should Illinois higher education work to increase the college-going rate of rapidly increasing race/ethnic groups? The simple answer is that everyone in the state would benefit from such an improvement. Members of individual groups would have access to better, higher-paying jobs and other indirect benefits that college graduates enjoy, such as better health and life longevity. Members of the general public would also benefit from the increased wealth and productivity of such groups. For instance, the National Center for Public Policy and Higher Education in its report, *Measuring Up: 2000,* calculated the following:

> *If all the ethnic groups in Illinois had the same educational attainment and earnings as Whites, total personal income in the state would have been $9.1 billion higher, and the state would have realized an estimated $3.2 billion in additional tax revenue.*

Changes in the economy have made such benefits possible. The growth of the office economy and new technologies during the past two decades has placed a premium on persons who have academic and technical skills as well as college credentials. Despite a significant increase in the percentage of persons going to college, the rate of return from a college education continues to rise. A joint Illinois Board of Higher Education and University of Illinois study in 1999 showed that a college graduate earns about $600,000 more over his lifetime than a high school graduate. A holder of a professional degree earned about $1.8 million more than a high school graduate.

Access to higher education has been a long-standing goal of the Illinois Board of Higher Education. In the past few years, the Board has undertaken a number of major initiatives to expand access and diversity in the state. In the process, the Board has held hearings, sponsored focus groups, consulted national experts, and undertaken extensive research. An August 2001 study, *Gateway to Success: Rethinking Access and Diversity for a New Century*, put forward a comprehensive set of recommendations and strategies that Illinois higher education should pursue to expand access. Currently, the Board is in the midst of a study of faculty diversity at Illinois colleges and universities. The strategies discussed below stem from these Board activities.

High School Course Work

Today, most all elementary/secondary students say that they want to go to college, at least for a technical education, if not a bachelor's degree. While such aspirations are laudable—a high school education does not provide much security on which to raise a

family—many students lack the academic skills and knowledge necessary for successful postsecondary study. Recent results from the Prairie State Achievement Exam (PSAE), given to all Illinois public high school juniors, demonstrate that underrepresented race/ethnic groups often do not obtain needed academic skills in high school. For instance, the 2001 PSAE tests found that only 35 percent of Hispanic students met or exceeded standards in reading compared with 65 percent of White students and 68 percent of Asian students. In mathematics, 28 percent of Hispanic students met or exceeded standards compared with 63 percent of White students and 75 percent of Asian students. These same racial/ethnic patterns in reading and mathematics performance are found among elementary school students.

Experience has demonstrated that one powerful way to improve the academic achievement of postsecondary students is to have them take more rigorous coursework, especially in high school. Researchers such as Clifford Adelman have shown that the "*impact of a high school curriculum of high academic intensity and quality on degree completion is far more pronounced—and positively—for African-American and Latino students than any other pre-collegiate indicator of academic resources.*" Given this fact, it is disturbing that many minority high school students are much less likely than other students to take and complete a college preparatory core curriculum consisting of four years of English and three years each of mathematics, science, and social science.

As shown in Table D, the percentage of Latino students completing the core is very low. The Illinois Board of Higher Education has recommended that the state of Illinois require all students to take a college core curriculum. Currently, the state requires only that students take three years of English, two years each of mathematics and social studies, and one year of science.

Table D

Illinois Public High School Students Completing the College Prep Core, By Race and Ethnicity, 2001

Race/Ethnicity	*Percent*
Asian	58%
White	52
Hispanic	31
African-American	30
Source: 2001 Prairie State Exam	

Teacher Education

The quality of elementary and high school teaching also has a powerful effect upon student academic achievement. Good teaching matters. Recent research has shown that teachers that know their subject and can communicate it effectively can make a big

difference in student learning. The Education Trust has found that in grades 1 to 7, teaching qualifications account for 40 percent of the difference in student test scores. The Education Trust cites a study of third to fifth grade students in Dallas in which students assigned to "highly effective teachers" three years in a row scored an average of 76 percentile on a national math assessment while a similar group of students assigned to "ineffective teachers" scored at the 27 percentile level.

Good teaching is especially important for minority students. Schools with a high minority concentration are more likely to have "underqualified" teachers, that is, teachers who lack an undergraduate major or minor in the field they are teaching, have limited teaching experience, and have lower verbal aptitude as measured by SAT performance.

The need for quality teachers has become a national issue due to a growing teacher shortage. Because of large-scale teacher retirements, elementary/secondary enrollment increases, and the high attrition rate among new teachers, the United States will need an additional 2.5 million teachers in the next few years. In recent years, the Illinois Board of Higher Education, working with public and private colleges and universities, has undertaken a number of initiatives to improve the quality and supply of elementary/secondary education teachers. Major Board activities include: 1) increasing the role and involvement of community colleges in teacher education; 2) assuring that all teacher education programs are evaluated against the standards of the National Council for Accreditation of Teacher Education (NCATE); 3) assuring that teacher education candidates have appropriate skills and content knowledge; and 4) developing and supporting new teachers.

In the spring 2002 legislative session, the Board supported passage of Senate Bill 1953. This new law requires that a student must pass a basic skills test before he or she can enroll in a teacher education program and must pass a subject matter test before being permitted to teach that subject to elementary/secondary school students.

Affordability

Because more Hispanics are low income, need-based financial aid must be a key component of any strategy designed to increase Hispanic student participation. Studies, such as Anthony Carnevale's report, *Education = Success: Empowering Hispanic Youth and Adults*, have emphasized the importance of financial aid for Hispanic students. This finding was confirmed by the Board's 2002 *Report to the Governor and General Assembly on Underrepresented Groups in Illinois Higher Education* that found affordability to be the primary factor affecting minority student decisions about choosing a college and remaining in school.

The state of Illinois has a strong commitment to student financial aid. The state's Monetary Award Program (MAP) is the fourth largest need-based financial aid program in the nation, and the National Center for Public Policy and Higher Education has ranked Illinois among the top states in student affordability in its report cards for the United States. MAP is of special importance to the Hispanic population. Hispanic students now

receive 11 percent of all MAP awards even though they represent eight percent of all undergraduates. Table E shows the percentage of race/ethnic backgrounds of persons that applied for and received MAP awards in each higher education sector in 2001.

Table E

MAP Eligibility By Race and Ethnicity, FY 2001

Race/Ethnicity	*Percent Not Receiving MAP Award*	*Percent Receiving MAP Award*
Public Universities		
White	75%	25%
African-American	39	61
Hispanic	52	48
Asian	64	36
Community Colleges		
White	84	16
African-American	55	45
Hispanic	76	24
Asian	85	15
Private Institutions		
White	73	27
African-American	38	62
Hispanic	43	57
Asian	71	29

House Resolution No. 892 requested the Board of Higher Education to "offer suggestions for removing barriers to participation in higher education" for undocumented students. Without question, a critical obstacle that many undocumented students face is finding the resources to pay for a college education. As discussed above, undocumented students are excluded by federal statute from receiving federal financial aid. Also, they are required to pay nonresident tuition rates at many Illinois public colleges and universities. Certainly, one way to improve college affordability for undocumented students would be for the state of Illinois to consider passing legislation regarding the payment of resident tuition similar to legislation recently enacted in Texas and California. Under this approach, undocumented students who graduate from a high school within the state and have attended high school in the state for a period of time, such as three years, are entitled to pay resident tuition charges at public universities.

In the last few years, higher education has become less affordable for many Illinois residents. A confluence of factors has contributed to this situation, most notably, a downturn in the economy that has reduced family resources while diminishing tax revenue available for student financial aid. Rising demand for a college education has enabled many institutions to increase tuition and fees to make up for lost revenues without suffering enrollment losses. However, at some point reliance on student resources to meet increased costs will curtail access to higher education. Hispanic

students and other less affluent groups, such as African-Americans, are likely to experience these effects first.

To examine the issues discussed above, in October 2002, the Illinois Board of Higher Education formed a Committee on Affordability. The Committee's charge is to examine trends in student costs and financial aid and assess "what actions can reasonably be taken by the state and institutions, as well as by students and their families, to enhance affordability." The Committee will conduct research and consult with experts, educators, and other interested persons in Illinois and the United States in examining this topic. The Committee will present a final report by October 2003 and its recommendations will be included in the fiscal year 2005 higher education budget.

English as a Second Language

Helping all Illinois residents become English proficient is critically important to achieving progress both for recent immigrants and the state of Illinois as a whole. Since a greater proportion of today's jobs require the academic, communication, and problem-solving skills that depend on language proficiency, the economic premium and productivity associated with learning English is far higher in today's knowledge-based economy than in an earlier industrial era. Studies have shown that immigrants and other persons who lack a good command of English are more likely to be of low income and have poor job prospects.

Demand for English language instruction has grown exponentially in recent years in elementary/secondary education and adult education. For instance, in the past three years, the number of English Language Learners (ELL) attending elementary and secondary schools in Illinois increased by 10 percent from 133,815 in 1997 to 143,855 in 2000. The city of Chicago now has the third-highest level of ELL enrollments in the nation. Outside Chicago, the demand for ESL instruction is large and growing in many districts. For instance, Indian Prairie Unit District No. 204 in the West Chicago suburbs reports that 103 languages are spoken in student homes. About 3,846 students speak another language at home (15 percent of all students) and 998 students are enrolled in ESL courses in the district.

At Illinois community colleges, English as a Second Language enrollments have also risen at a rapid rate. For instance, there were 33,722 students enrolled in ESL courses at Illinois community colleges in 2001. This figure represented a 22 percent increase in ESL enrollments in just three years. Faced with this climbing demand, some community colleges have capped the number of ESL courses they offer. There are waiting lists for ESL programs in many districts.

Gateway to Success, the Illinois Board of Higher Education's 2001 report on access and diversity, argued for giving English language proficiency greater attention in higher education's agenda, placing it along side other traditional access concerns such as college affordability and availability of financial aid. As a first step in this effort, the Board sponsored a conference of ESL instructors this past year. The conference

addressed the needs of ESL students and instructors, as well as how technology might be better used to help meet their needs. One outcome of the conference was the creation of a professional group of part-time ESL instructors. In the future, the Board will continue to look for other opportunities to meet the instructional needs of English language learners.

Ensuring Diversity in Illinois Higher Education

The above discussion identifies some of the major strategies of the Illinois Board of Higher Education to increase the participation and success of rapidly increasing race/ethnic groups. While each of these strategies is important, overall progress will also depend on the general effort to improve diversity within Illinois higher education. This goal is important to all residents of the state. Surveys have shown both students and citizens believe that one of the main benefits of attending college is acquiring the "ability to get along with people different from themselves." The Board's report, *Gateway to Success*, summarized these educational, civic, and economic benefits as follows:

> *Seminal thinkers on human development such as Jean Piaget have shown that interaction with people who have different points of view deepens learning and stimulates individual growth....Students who attend schools with those different from themselves...acquire wide-ranging knowledge about the beliefs, practices, and needs of their community, state, and nation. Such students also make better employees. They are prepared not only for the diversity of the workplace, but also for more varied conditions of practice they will encounter in their professions.*

Gateway to Success focused on student diversity. The Illinois Board of Higher Education is now conducting another study on faculty diversity. Faculty diversity is low at Illinois colleges and universities compared with diversity in the state's population and student enrollment. For example, African-Americans and Hispanics constitute seven percent of tenure-track faculty compared with 24 percent of student enrollment at Illinois higher education institutions. National research has shown that lack of faculty representation can have negative effects upon the recruitment, retention, and degree completion of minority students. The Board's *2002 Report on Underrepresented Groups* found that in Illinois "a large percentage of Black and Hispanic students voiced concern about the lack of minority faculty and staff."

An August 2002 Board report item outlined plans for conducting the faculty diversity study. As explained, the study will focus on three issues: the "pools" of potential faculty and in-state placement of diverse graduate students, the hiring process and campus leadership, and retention of faculty and campus climate. The Board is now collecting information and ideas on these issues through formal hearings, a "web hearing," and focus group meetings. A final report is anticipated in Spring 2003.

CONCLUSION

In August 2001, Michael Fix and Jeffery Passel of the Urban Institute testified before a subcommittee of the U.S. House of Representatives on the subject of "U.S. Population and Immigration." Their testimony articulated in broad historical terms the challenges that the United States now faces as a result of recent immigration increases. Fix and Passel said:

> *The 20th century began with the country in the midst of the greatest wave of immigration in its history. The century ended in the midst of another period of high immigration, greater in numerical terms but smaller in its relative impact than the immigration of 100 years earlier. The issues raised at the turn of the 21st century parallel those of the earlier wave: Can the country accommodate the new immigrants? Who benefits from the arrival of the immigrants? Who is harmed? Can the immigrants be absorbed and integrated or are they simply too "different" from the rest of the country? Will the country change as a result of the immigrants, and how?*

It is a celebrated and often told story in American history how, one century ago, immigrants used the public schools to acquire the linguistic and other skills they needed to succeed and become a part of their new country. A century later, education has no less of a role to play in helping a new group of immigrants. The nation that these new immigrants enter, however, is much different than before. What kinds of educational skills do immigrants need if they are to be fully participating members of a democratic, modern society with an economy that increasingly relies on technology and information? What role does higher education play in this process? How can higher education provide the instruction and skills that changes in immigration policy now require? These are some of the educational questions that flow from the issues raised by Fix and Passel. This report provides information, suggestions, and strategies to help the state of Illinois better respond to these questions. On the strength of our answers and the vigor of our response hinge the productivity and success of a sizeable number of Illinois citizens and, to no small degree, the vitality of the state of Illinois.

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